



U.S. Department  
of Transportation  
Federal Highway  
Administration

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THE FEDERAL HIGHWAY  
ADMINISTRATION---  
A VIGILANT AND  
VISIONARY FEDERAL AGENCY  
PROGRAM ACCOMPLISHMENTS:  
JUNE 1993 TO JUNE 1995

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July 1995



## SECTION I.

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# **AN** INTRODUCTORY STATEMENT BY THE ADMINISTRATOR

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July 28, 1995

Dear Colleagues:

During the last two years, I have been honored to serve President Clinton, Secretary Pena, the Federal Highway Administration (FHWA) and the American people as Federal Highway Administrator. In recent letters to the President and Secretary Pena I expressed my gratitude for the trust they have placed in me, and I spoke highly of the Federal Highway Administration family. Now I would like to share with you some of the sentiments contained in those letters.

Together, we have embarked on many innovative programs. Together, with the entire nation, we suffered the tragic loss of 11 fellow employees in the Oklahoma City disaster. As a team, we have extended helping hands of partnership and friendship to those in need. The emergency assistance provided after the Northridge earthquake in Los Angeles and the equally severe earthquake in Kobe, Japan, are just two shining examples of the positive role government can play in the lives of people. Abroad, we have shared our expertise and technology with other nations while, at home, we have developed sound partnerships with state and local governments and the private sector. Indeed, over the last two years, we have accomplished much together.

When I assumed this position, I was ever-mindful of, and guided by, the President's charge to put people first, and to execute effectively and efficiently our very important role in helping to rebuild America. I was fully committed to Secretary Pena's managerial style and "can do" attitude which are uniting the Department of Transportation (DOT) in a manner and spirit never before realized. I have endeavored to emulate the President's and the Secretary's spirit of activism by instilling in FHWA a sense of "proactive leadership." I also have tried to impart a sense of the values and virtues of partnership-along with continuous professional and personal development-that create a vigilant and visionary Federal agency as we prepare for the uncertainties, challenges and opportunities of the approaching year 2000 and beyond.

In our two years together, we have listened to the voices of the general public, especially our many partners who make up the traveling and shipping public. We must understand their needs, hear their concerns, and obtain their ideas. As part of this effort, I have traveled more than 300,000 miles, including four road tours, and all of this has taken me to 40 states, Puerto Rico and, of course, the District of

Columbia. The voices of our many constituencies have been sought out, listened to, and become incorporated into our decisionmaking process.

As we enter FHWA's second century, we continue to talk a lot about concrete' asphalt and steel. We also talk in acronyms such as NHS, NTS, ITS, and AHS. We talk about size, weight, length limits and so on. To be sure, these are important. FHWA comprises a highly trained, professional workforce, and we have our specialized language. But when we really come down to it, our work is more than concrete, asphalt and steel-it's about people-those whom we serve and those of us who work together to render service. As we move on, our challenge is to build an agency which will carry on in future years our commitment and dedication to serving others in the most efficient and effective manner possible.

With a staff of 3,800 and an annual budget of \$20 billion, FHWA employees are directing the thoughtful' strategic and responsible expenditure of more public resources than most other groups of employees in the federal government. Therefore, our opportunity to play a leadership role in the rebuilding of America is great, but our responsibility to keep the interests of the American people must be foremost. At the same time, we must ever be mindful of our nation's international leadership role. Far more valuable, however, than the resources we bring to the federal, state and metropolitan planning organization partnerships are our ideals, our commitment to innovation, and our skills as facilitators.

What follows is an accomplishment report that I requested regarding our two years together here at FHWA. It reflects Secretary Pena's seven-point DOT Strategic Plan. It presents in detail the record of our stewardship of FHWA, an agency that has been entrusted to our keeping and that we, in turn, will pass on to others. Just as we are committed to making FHWA the very best that we can, let us also dedicate ourselves to incorporating into our agency's culture that exemplary commitment. In that way, FHWA will continue its record of accomplishment' service and excellence, and do honor to our work today. And let us never forget that our work, in which we can take such deep pride, is about people-their needs, wants, concerns and potential.

Thank you for the privilege of knowing you sharing in your expertise and building for the future with you. I look forward to our continued service together.

With a sincere commitment for a better America,



Rodney E. Slater  
Administrator

## SECTION II.

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PROGRAM ACCOMPLISHMENTS:  
JUNE 1993 TO JUNE 1995

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## RESPONDING TO URGENT NEEDS

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During the last two years, the nation has faced natural and man-made disasters that have brought Americans closer in providing help to those in need. Especially challenging was the 1993 Midwest flooding that damaged highway facilities within a nine-state area. Administrator Slater helped coordinate the federal response by chairing a multi-agency **Transportation, Roads, and Bridges Task Force**, whose charge was to facilitate the restoration of transportation systems. Mohan Pillay, a member of the staff of Tom Ptak, Associate Administrator for Program Development' expedited Emergency Relief funding allocations. Many other FHWA staff pitched in to help recovery efforts. After the Northridge earthquake in Los Angeles, FHWA regional and division office personnel, led by Tom Ptak, worked with our partners in the California Department of Transportation using innovative approaches to reopen vital roads within 87 days. Jim Bednar headed a temporary field office that helped restore essential traffic in the area. As a result, he received the "Hammer Award" from Vice President Al Gore for reinventing government and "helping to rebuilding America's trust in government."

After the tragic January 17, 1995, earthquake in **Kobe, Japan**, Administrator Slater, at President Clinton's request, traveled to Kobe as part of international relief and other assistance efforts. In February, Jim Cooper of the staff of John Clements, Associate Administrator for Research and Development and Mike Whitney from FHWA's Bridge Division' joined 16 other engineers to investigate earthquake-related damage to transportation structures' evaluating the effects of strong ground motion effects on structures and the adequacy of seismic design codes. This provided a laboratory to evaluate the effectiveness of U.S. and Japanese structural design standards under extreme conditions. Knowledge gained from this review will help engineers mitigate the effects of natural disasters **on** transportation infrastructure worldwide.

Closer to home, daunting fiscal challenges in the **District of Columbia** threatened the viability of the transportation system in the nation's capital. Regional Administrator Dave Gendell and Division Administrator Art Hill, working with District road officials' immediately identified the

significant problem areas and developed a plan to address pressing needs. FHWA is now working with Congress and the District to provide flexibility on matching requirements for federal-aid projects **on** regionally significant roads in an effort to help the District get back on its feet.

These are just a few examples of FHWA's response in times of urgent need. They also reflect the broadened sense of mission and proactive leadership style that characterize FHWA.

## ENSURING THE NATION'S ECONOMIC HEALTH

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Working with our partners in state and local government's field and headquarters employees of the FHWA administer' on a daily basis, one of the largest and most successful federal programs. This partnership successfully obligated, for the first time ever, more than \$20 billion worth of highway and bridge projects in each of the last two years. The federal-aid Highway Program delivers a product essential to the economic well-being of the nation and continues to improve, thanks to the dedicated efforts and commitment of the transportation professionals making up the FHWA family.

On December 9, 1993, ahead of schedule, Secretary Federico Pena and Administrator Slater recommended that Congress designate the National Highway System, (NHS), a system of more than 160,000 miles of the nation's most

important roads that forms the backbone of America's transportation system. Administrator Slater has traveled throughout the United States and Puerto Rico on several road tours, experiencing how important the NHS is to the nation's economy. The NHS traverses 90 percent of all U.S. counties, which collectively account for 99 percent of the jobs.

On June 22, 1995, the Senate passed **S. 440, the National Highway System Designation Act of 1995**. This bill would approve the NHS and give the Secretary of Transportation authority to make subsequent changes without congressional approval. Reduced congestion, improved travel time, better connections with other transportation modes, lower vehicle operating costs, greater access for

seniors to medical facilities and shopping locations, improved access to jobs, and the companion quality-of-life impacts are just some of the benefits of focusing limited federal resources on this system of national importance.

FHWA is committed to obtaining congressional approval of the NHS by September 30, 1995. Thanks to the dedicated work of employees like Kevin Heanue, Tom Weeks, Jim Gruver and Nancy Bennett on the staff of Associate Administrator for Policy Gloria Jeff, and Mike Weiss, a special assistant to Executive Director Tony Kane, as well as many state and local partners, the NHS is close to being realized.

Because an adequate level of investment is critical to the NHS and to the entire surface transportation infrastructure, the FHWA has been actively promoting new strategies to improve and expand investment. On April 8, 1994, the Administrator announced the **FHWA Innovative Finance Program-Test and Evaluation Project TE-045**, to maximize the investment of federal dollars. Deputy Administrator Jane Garvey has directed this effort. Jack Basso and Max Inman of the staff of Associate Administrator for Administration George Moore, Tom Howard, Jerry Poston, and Steve Rochlis from Chief Counsel Ted McConnell's staff are key **Innovative Finance Task Force** leaders who have worked with our field staff and state partners to advance this important effort.

To date, 54 projects in 30 states, with a total estimated value of more than \$3.5 billion, have been

accepted as part of the Innovative Finance program. Many innovative techniques—from the leveraging of more public and private funds to the more effective use of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) money—are being employed.

FHWA field offices are working with their state counterparts to advance such projects. Examples are a proposed \$85 million innovative financing project using phased funding to build a second ocean-class ferry boat for use on the Alaska Marine Highway, and a \$33.7 million new construction project in Kansas City directly benefitting the minority community.

FHWA accomplishments in the Innovative Finance area were recently recognized by the Ford Foundation and by the John F. Kennedy School of Government through their **Innovations in American Government Program**. The FHWA Innovative Finance Program was included in the semi-finalists, the top 7 percent of applicants, for this honor.

To increase income to the Highway Trust Fund, FHWA has continued a strong commitment to ending fuel-tax evasion. Already this has reaped huge benefits. Diesel fuel tax revenue is up more than \$1 billion in 1994 compared with 1993. Steve Baluch and Mary Moehring have worked closely with the Department of Treasury to achieve this success.

Besides exploring ways to increase the investment in highways, FHWA has actively been searching for ways to make the contracting process better, thus cutting transportation costs. Al Rockne has encouraged the states and industry to practice **Innovative Contracting** techniques such as cost-plus-time bidding, lane rental, design/build contracting, and the use of warranty clauses. Over the past several years, this effort has resulted in 65 percent of the states participating in at least one type of innovative contracting practice.

In an excellent example of improved public participation, the **Woodrow Wilson Bridge Coordinating Committee** was formed in August 1993 to integrate a multi-jurisdictional reevaluation of this essential bridge project. Dave Gendell, Dave Gamble, Bill Fitzgerald and Brian O'Neill are working with state senators, D.C. Council members and other representatives of the jurisdictions involved to achieve a solution acceptable to all.

Thanks go to Tom Ptak and to Stan Gordon and their staff for directing the FHWA's bridge programs and working diligently to restore the country's deteriorating infrastructure. The percentage of deficient bridges decreased by about 6 percent between 1993 and 1995.

One of the largest public works projects in our nation's history, the **Central Artery** in Boston, is moving toward completion. This is being accomplished with the assistance of the Massachusetts Division under Don Hammer's

leadership, and key staff in Headquarters like Richard Cheney and Anthony Caserta. Pete Markle, a key member of the Northridge earthquake recovery team, was recently named by the Administrator as Project Director for the Central Artery project.

The **National Quality Initiative** (NQI) is a partnership of the FHWA, the American Association of State Highway and Transportation Officials (AASHTO), the American Public Works Association and seven other national associations representing the highway design and construction industry. Don Tuggle is secretary for the NQI steering committee, which has developed and is implementing a five-year plan of strategies to enhance the quality of highway infrastructure. A national NQI conference will be held in November 1995.

Recognizing how transportation affects the economy, FHWA has sought out partners in private industry to improve the way we do business. Associate Deputy Secretary Michael Huerta, Associate Administrator Gloria Jeff, and their staffs were instrumental in forming the **National Freight Partnership**. This represents a collaborative effort with other DOT agencies and more than 170 executives from all carrier modes and major shipping groups, to think about improving the movement of freight in our nation. Public/private teams are examining freight problems in areas such as the Alameda Corridor and the Chicago and Oakland intermodal

connectors. International ports-of-entry at El Paso and Laredo are working with states and metropolitan planning organizations to devise innovative solutions to complex problems. Leading this effort are FHWA employees Harry Caldwell in Headquarters and Phil Miller, Ed Wueste and Steve Guhin in FHWA field offices.

Again attuned to the freight partners, in May 1995 the FHWA Office of Motor Carriers moved swiftly in response to concerns

about regulations implementing the **Intermodal Safe Container Transportation Act of 1992**. They delayed the implementation of the regulations and are working with shippers, carriers and others to develop **more** workable alternatives. Jim Scapellato and his team on the staff of Associate Administrator for Motor Carriers George Reagle responded in a time and manner that amazed many in the private sector, who now think that "government is there to help them."

## FORGING GLOBAL PARTNERSHIPS

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**A** hallmark of FHWA is the ability to look beyond the immediate impact of actions to broad, long-range implications. Activities in the international arena are evidence of this vision. Recognizing our nation's leadership role and place in the global economy, FHWA has established an **International Technology Scanning Program**. Bob Ford, Steve Gaj and Don Symmes have been seeking new ideas and technologies developed abroad that can be adapted and used in the United States. Also, FHWA works closely with U.S. industry to improve the competitive position of the United States in foreign markets and to help U.S. firms capture more of the

estimated \$9.5 trillion world highway market **over** the next 20 years. The passage of the North American Free Trade Agreement (NAFTA), the signing of the General Agreement on Tariffs and Trade, and the emergence of market economies around the globe create additional opportunities for U.S. leadership.

The FHWA has promoted technical assistance activities with the **Russian Federal Highway Department**. In September 1993, Administrator Slater accompanied Rep. Norm Mineta's congressional delegation on a tour of the Russian highway system. In December 1994, the Administrator

signed a project agreement to establish a federal-aid highway program in Russia and to administer a \$300 million World Bank Highway Rehabilitation and Maintenance Program loan. Federal Lands Highway Program Administrator Tom Edick and his staff provided contracting administration assistance and guidance on pavement testing. With FHWA assistance in developing their grant proposals, Hoffman International and the American Road and Transportation Builders Association received grants from the U.S. Trade Development Agency and the U.S. Agency for International Development.

After the historic signing of a Memorandum of Understanding (MOU) by Administrator Slater, Federal Transit Administrator Gordon Linton and Director General Ketso Gordhan of the **South African Department of Transport**, the two countries entered into a technical assistance program establishing technology transfer centers, and providing training, education, and private sector development in South Africa. Tommy Beatty of the staff of Associate Administrator for Safety and System Application Dennis Judycki, was part of the initial assessment team and worked on the MOU as well.

As a result of our participation in the **Central and Eastern Europe Highway Market Development Conference**, held in Budapest in June 1994, the FHWA, led by Chief Counsel Ted McConnell and his staff, is increasingly involved in

advising on toll road proposals in Hungary, Poland and Romania. FHWA also has offered to provide technical assistance to the U.S. State Department in support of its Southern Balkan Initiative in Albania, Bulgaria, and the former Yugoslav Republic of Macedonia.

In cooperation with U.S. and Mexican border states, FHWA completed the signing of a MOU with the **government of Mexico** for Cooperation in **Binational Land Transportation Planning**.

As result of the MOU, we now have a border technology exchange program, a borderwide binational communication system under development and a \$2.5 million effort to create a binational planning process. FHWA Executive Director Tony Kane led this effort with the active involvement of state partners including California, Texas, New Mexico, and Arizona, and Mexican states. FHWA hopes this effort will lead to more projects such as the recently completed \$10.6 million loop in Webb County, Texas. This provides a routing for truck traffic heading to Mexico through the border crossing at Laredo.

Under the direction of John Clements, FHWA has entered into cooperative agreements with **Japan, Canada and France** to increase the knowledge of U.S. practitioners in diverse areas. These include earthquake building and ITS technologies, Bayesian analysis of Long Term Pavement Performance data, and testing and evaluating soil nailing and micro-pile technologies.

Greg Speier encourages international technology transfer through the **Pan American Institute of Highways** (PIH) program, dedicated to transferring highway and transportation engineering technologies among the countries of the Americas. The network of PIH technology transfer centers has grown to 63 centers in 19 countries over the last several years.

As a result of the recent Summit of the Americas hosted by President Clinton, an agreement was reached

to negotiate a Free Trade area of the Americas by 2005.

Finally, Seppo Sillan was co-chair of the transportation subgroup meetings of the **Trilateral Commission** meetings between Israel, Jordan and the United States. An agreement was reached on a framework for cooperation on all regional transportation issues and, symbolically, the formal peace-treaty signing in October 1994 took place at the first new border crossing between Israel and Jordan.

## REINVENTING AND ADVANCING PROGRAM STEWARDSHIP

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On September 7, 1993, President Clinton and Vice President Gore launched the **National Performance Review** (NPR), calling for an examination of all federal programs and processes. In response to the NPR, Secretary Pena proposed to streamline the existing DOT program structure and increase decisionmaking authority for state and local governments.

The NPR also stressed the need to ease the federal regulatory burden on state and local governments. Through his **Regulatory Reinvention Initiative**, President

Clinton asked each federal agency to review its regulations. In assessing Titles 23 and 49, Code of Federal Regulations (CFR), senior FHWA managers listened to stakeholders' ideas on ways to improve program delivery and service. As a result, 83 FHWA-related CFR Parts were reviewed, with six eliminated and 25 revised. In a prime example of this sort of outreach, Associate Administrator George Reagle and his staff turned to their customers: state highway departments, motor carriers, truck drivers and safety interest groups to secure

their input at the first-ever **Truck and Bus Safety Summit** held in Kansas City in March 1995.

Administrative changes have been produced as well. Dozens of meetings with FHWA constituents-MPOs, states, local governments and others-have produced recommendations for changes that will make the programs that DOT and FHWA administer more effective. Deputy Administrator Garvey has played a lead role on DOT-wide task forces to implement these initiatives.

Great strides have been made toward a flatter, more efficient organization within the FHWA. At Headquarters alone, about 60 branch-level units are being eliminated. In the field, technical and supervisory positions are being restructured and combined, reducing the number of senior-level and/or supervisory positions. The elimination of these levels of management has resulted in streamlined communication and greater flexibility.

We have expanded the use of different kinds of teams throughout the agency. For example, the Federal Lands Highway Program has been an agency leader in the use of Quality Action Teams to improve processes and meet customer needs. Organizational Effectiveness Teams provide analytical and advisory services to the unit managers, assisting them in restructuring and downsizing their organizations. In addition, several organizations are moving to use self-managed teams.

FHWA is taking a lead role in

implementing the **Government Performance and Results Act**, which requires that all Federal agencies develop strategic plans and performance goals. On January 31, 1994, the Office of Management and Budget approved the FHWA Federal Lands Highway (FLH) program office was approved as a **Pilot Agency for Performance Plans and Performance Budget Reports**. Under the leadership of Federal Lands Highway Program Administrator Tom Edick and Al Burden of his staff, the FLH has developed program goals and measures for the FLH program and has submitted Pilot Project Performance Plans for fiscal years (FYs) 1994, 1995 and 1996, as well as an FY 1994 Accomplishments Report. These are serving as resources for other DOT agencies in the preparation of their Performance Plans.

On October 22, 1993, Federal Transit Administrator Gordon Linton and Administrator Slater issued **Statewide and Metropolitan Transportation Planning** regulations. These regulations implemented ISTEA's requirements for a strengthened metropolitan transportation planning process and a new statewide transportation planning process. Since then, FHWA and **Federal Transit Administration** (FTA) planning staff, led by Kevin Heanue and Sam Zimmerman, respectively, have conducted outreach efforts and extensive technical assistance to improve transportation decision-making, public involvement and consideration of environmental effects.

Over the last two years, the face of FHWA leadership has changed dramatically. From Executive Director Tony Kane and Associate Administrator of Program Development Tom Ptak to seven of nine Regional Administrators and 21 of 52 Division Administrators, other staff changes have been made, many in response to retirement and buyouts. Included are the appointment of the first three female Division Administrators (Susan Binder, Kathy Laffey and Phyllis Young), the first female FHWA Regional Administrator (Julie Cirillo), the first Hispanic Regional Administrator (Ed Wueste) and the first African-American Regional Administrator (Art Hamilton), as well as increases in the number of African-American, Asian-American and Hispanic Division Administrators. Over the same period, FHWA has increased **representation of minorities** and women in Senior Executive Service positions from 20 percent to 31 percent. Administrator Slater has demonstrated the rich array of capabilities and diversity that are integral parts of the FHWA family. Qualified men and women, from many professional and ethnic backgrounds, and from every sector of FHWA, serve, contribute and share their talents throughout the agency.

The FHWA is committed to assuring that opportunities are made available to all parties to participate in the federal-aid highway program. In December 1994, the FHWA established a **Civil Rights Task Force**, headed by Leon Larson, which has made

recommendations that are now being implemented in areas such as civil rights, staffing, and technical assistance.

For the first time, federal-aid contracts and subcontracts awarded to Disadvantaged Business Enterprises rose more than \$2 billion over the previous year's totals in each of two consecutive years, FYs 1993 and 1994.

The FHWA also has made tremendous strides in its efforts to enhance opportunities, such as through the **Women in Highway Construction** initiative' for women in skilled highway construction trades. The FHWA training and technical assistance efforts to states and contractors on hiring and retaining women in this line of work is beginning to pay dividends. North Carolina has been a leader in this area, with an increase of 26 percent in female **On-the-Job Training Program** (OJT) trainees and 38 percent in OJT female graduates. North Carolina is the first state in the nation to train contractor foremen and superintendents in the strategies to recruit and retain women in the highway construction field.

The FHWA also is concerned about the next generation of transportation professionals and is proud of efforts such as **Trans-Tech Academy** at Cardozo High School in Washington' D.C., the **South Carolina State University/DOT Summer Youth Institute**, and similar programs at other institutions of higher education. It also has adopted

schools around the country like **Hine Junior High School** in Washington and the TRANsportation and Civil engineering (TRAC) program to introduce students to the rewards of mathematics, science, and engineering studies. In 1993, an **Urban Youth Corps** (UYC) was established in DOT to expose young people to public service and to improve public works and transportation projects in urban areas. FHWA provided funding for a successful pilot project in Baltimore

that gave hands-on work experience to 20 disadvantaged youths. The FHWA Maryland Division's Patty Snyder of General Counsel Steve Kaplan's staff, and Karen Holder and Karen Kabel gave impetus to this project. To date, 14 states have initiated UYC projects. Through these programs, FHWA has touched the lives of hundreds of youths by exposing them to careers in the highway construction and planning industry.

## ADVANCING TECHNOLOGY

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Over the last two years, Associate Administrator Dennis Judycki and Susan Lauffer have led efforts in advancing technology focused on positioning FHWA as a world leader in the area of Intelligent Transportation Systems (ITS). In May 1994, the **ITS Joint Program Office** was established under the direction of Christine Johnson to coordinate the development and implementation of ITS. Five major accomplishments are the foundation for the future of ITS. A **National Program Plan**, authored by the public and the private sector, has been developed for ITS deployment. A **National Architecture** is being produced to reduce deployment risk and to spur the marketplace. A long-term **ITS research**

**program** has been launched' including Automated Highway System research. On October 3, 1994, Administrator Slater signed the National Automated Highway System (AHS) Consortium Agreement to develop the prototype for an AHS, an appropriate event to begin FHWA's second 100 years of service to the traveling public. A consortium of private and public partners will share in the risk of developing an AHS as well as an advanced crash avoidance program. Lastly, the results of **70 operational tests** are being used to determine low-risk technologies ready for immediate deployment and to complete **75 Early Deployment** plans for use in metropolitan areas and

states. During this same period, the FHWA selected the second round of ITS operational tests composed of 17 projects and designated four ITS Priority Corridors. Atlanta is the site of one of the most comprehensive ITS initiatives as Georgia DOT, led by AASHTO President Wayne Shackleford, works with the U.S. DOT and others in preparation to handle millions of summer Olympic travelers in 1996.

Significant strides have been made toward fulfilling the ITS vision. This would not have been possible without the dedicated support of FHWA field personnel like Gary Hamby, George Ostensen, Ken Perret, Frank Mayer, Leon Larson and Larry Dreihaupt.

FHWA's commitment to advancing technology does not end with ITS. John D'Angelo, John Bukowski, Byron Lord and Gerald Eller work hard to ensure that state and local governments and the private sector have access to the latest technology through the **Strategic Highway Research Program** (SHRP). Ray Griffith, Bob Kelly and Janet Coleman do likewise for the **Local Technical Assistance Program** (LTAP).

FHWA is continuing to promote implementation of the results of SHRP research. These products can assist state highway departments deliver a roadway system that is safer, more durable and cost effective. This includes establishing five Regional Superpave Centers and two mobile laboratories' taking the principles of Superpave to con-

struction sites. A National Training Center provides training and technical assistance in implementing binder and mixture specifications. Since its establishment' the training center has conducted more than 30 one-week courses. A new effort has been initiated to pursue SHRP Superpave implementation through advanced training, and Field technical assistance and support to state DOTs.

Exciting new technology initiatives are underway. King Gee has headed a team shaping the **Priority Technologies Program**. This program will provide field offices with the money to develop new partnerships for technology delivery. Rueben Thomas and John Baxter are giving vitality to such partnerships in their support of the **New Mexico Research Alliance**.

During the last two years, FHWA has expanded the LTAP program by creating two technology-transfer centers to serve Native American tribal governments. These centers complement the work of the four centers already serving tribal governments and the 51 centers serving each state and Puerto Rico. Through LTAP, technology also is being transferred to the local transportation community. Also, the recent agreement with the Republic of South Africa will assist that nation in establishing three technology transfer centers modeled after those of LTAP.

## ENSURING THE SAFETY OF OUR NATION'S HIGHWAYS

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In April 1994, FHWA kicked off its first-ever nationwide multi-media campaign aimed at teaching motorists to share the road safely with commercial vehicles. Dave Longo headed this effort, titled **Sharing the Road—"No Zone."** This campaign included a TV commercial that has been shown some 1,500 times by more than 100 stations across the country.

Members of the FHWA family who live near the Washington, D.C., Capital Beltway realize the importance of the **Sharing the Road** campaign. Washington-area residents can remember summer 1993 when the Beltway experienced a series of serious commercial vehicle accidents. In response to these accidents, Administrator Slater initiated a meeting with affected state and local transportation officials, as well as members of Congress, to develop ideas to improve Beltway operations. As a result, a **Capital Beltway Safety Task Force**, with the involvement of Joe Toole, Joyce Curtis, Al Masuda and Ed Terry, was formed. The task force advanced 13 items for priority action designed to improve the safety and operation of the Beltway.

FHWA participated in Secretary Pena's intermodal **Child Transportation Safety Conference**, which was held from May 31-June 2,

1995. This conference brought together a diverse audience to improve safety for young Americans.

FHWA's safety mission extends well beyond the roads and streets in our hometowns. For the last two years, and in large part because of NAFTA, FHWA has been working with Canada and Mexico to harmonize motor-carrier safety standards without reducing safety on our highways. Canadian and Mexican commercial vehicles operating in the United States will have to meet the same requirements and will be subject to the same carrier inspection standards as U.S. carriers.

In addition, FHWA has been active on many site-specific safety initiatives. A good example is a \$206 million project closing the remaining gap in I-49 between Lafayette and Shreveport, Louisiana.

In late 1993, Administrator Slater met with officials of the Federal Railroad Administration (FRA), the National Highway Traffic Safety Administration (NHTSA), and FTA to develop a plan to reduce collisions between trains and motor vehicles at rail-highway crossings. In June 1994, Secretary Pena released the **Railroad-Highway Grade Crossing Safety Action Plan**. Of the 55

individual elements, 22 are assigned to FHWA, and we are moving to implement them. Sid Louick and Bob Winans head this project. Most notably, we are working toward the elimination of more than 2,200 crossings where NHS routes intersect principal rail lines as designated by FRA.

On December 8, 1994, Administrator Slater issued a proposed **National Work Zone Safety Program** that has been headed by Joe Lasek and that provides national leadership in the improvement of work-zone safety and traffic operations. Part of this effort consisted of a National Work Zone Safety conference in December

1994, bringing together a broad spectrum of public agencies and organizations to improve safety in highway work zones.

Over the last two years, the Office of Highway Safety has been involved in other very important safety initiatives. Examples include the **Red Light Running Campaign**, the **Grade Crossing Safety Campaign** and, in joint sponsorship with NHTSA, the **Safe and Sober Campaign**. The FHWA's Motor Carrier Office, led by Associate Administrator George Reagle, has participated in studies aimed at determining appropriate measures for dealing with **Truck Driver Fatigue**.

## ENHANCING THE ENVIRONMENT

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The Office of Program Development, led by Tom Ptak, has taken a proactive position for FHWA in our environmental relations.

In August 1993, FHWA and FTA released a joint report with the Environmental Protection Agency (EPA), *Clean Air Through Transportation: Challenges in Meeting National Air Quality Standards*. The report received high praise from both the transportation and environmental professionals. FHWA completed one of its

major challenges in air quality with the November 1993 publication of the **Transportation Conformity Rule**. Jim Shrouds and Kathy Laffey led this effort. Realizing the impact these regulations would have on transportation, FHWA environmental staff worked diligently with FTA and EPA over many months to implement the conformity rule and to ensure that the health of our nation's environment and its transportation network would be protected. They are now working

with those agencies to adjust some of the requirements in response to input received from our customers on regulatory burden.

To improve service to customers and to maximize **Congestion Mitigation and Air Quality Improvement** (CMAQ) effectiveness, Administrator Slater requested an extensive review of the CMAQ program. This review, led by Mike Savonis, prompted substantial changes in CMAQ eligibility and provided more flexibility in the use of CMAQ funds. Deputy Administrator Garvey played a leadership role in this initiative, and she recently joined DOT Deputy Secretary Downey in announcing changes in the program.

In addition, under the leadership of John Berg, the **Congestion Pricing Pilot Program** has been launched. The program promotes new ways of thinking about the role of market pricing in reducing congestion and improving air quality.

Gary Maring and Jim March have been supporting President Clinton's **Global Climate Change Action Plan** by leading an inter-agency working group charged with developing a commuter-choice initiative that would provide employees who receive employer-subsidized parking with the option of "cashing out." The goal is to transform the current tax exemption for employer-provided parking into a positive incentive for commuters to use modes of transportation other than single-occupancy vehicles in their work trips. This will result in a reduction of congestion and

greenhouse emissions.

To promote and preserve the many scenic and historic qualities of our highways, FHWA has aggressively implemented the **National Scenic Byways Program**. Through the leadership of Gene Johnson, funding has been provided for many worthwhile scenic byway projects, and a process has been initiated for recognizing both national scenic byways and All-American roads.

FHWA encourages the use of bicycles and walking as alternate modes of transportation. A major accomplishment was the completion of the congressionally mandated *National Bicycle and Walking Study* in April 1993. This study identified several action items implemented as part of a Departmental inter-agency team under the leadership of John Fegan.

Issued in November 1994, the *FHWA Environmental Policy Statement* emphasized, as well as consolidated, the recent programs and procedures mandated by ISTEA, the Clean Air Act Amendments and other environmental laws. The statement, jointly written by Sandra Hayes and Fred Bank, commits the FHWA to incorporate environmental stewardship into all agency actions.

At the 25th celebration of Earth Day on April 21, 1995, DOT Deputy Secretary Downey joined Deputy Administrator Garvey in presenting the first-ever **FHWA Environmental Excellence Awards** to eight exemplary

activities of state and local governments and the private sector.

Paul Garrett, an FHWA ecologist, served on the **National Academy of Science Wetlands Characterization Committee**. This group of 18 wetland experts was directed by Congress to investigate the ecological characteristics of wetlands. The committee's report, titled *Wetlands: Characteristics and Boundaries*, is expected to play a major role in changes to the federal wetland regulatory program.

President Clinton issued **Executive Order (EO) 12898** requiring every federal agency to identify and address disproportionately high and adverse effects of federal programs, policies and activities on minority and low-income populations. This effort is known as **Environmental Justice**. In response, U.S. DOT, with Ed Kussy, Gene Cleckley, April Marchese, Gloria Jeff and Charles Goodman from FHWA taking the lead, has been developing a DOT order implementing our environmental justice strategy and providing operational ways of meeting the requirements of EO 12898. Once the DOT order is finalized, FHWA will release guidance on environmental justice to its customers. Recently, FHWA, FTA and FRA jointly held conferences in Chicago and Atlanta, drawing interest and support from federal, state and local governments as well as grass-roots organizations. These local organizations stressed their desire

to participate in the planning process and emphasized the need for funding.

Since ISTEA was enacted, \$723 million of **Transportation Enhancement (TE)** funds has been obligated of the \$1.6 billion made available. To improve on this rate of obligation, Administrator Slater initiated a review of the TE program. He wanted to position FHWA in a proactive role assisting state and local agencies in streamlining program delivery and in implementing this program. On April 11, 1995, Administrator Slater signed a memorandum allowing states to adjust the federal share on enhancement projects up to 100 percent if they so choose. This new flexibility addresses a variety of matching fund problems reported over the last four years and has been made available as part of the Innovative Finance Program.

Fred Skaer and his staff have been instrumental in fostering and improving the TE program.

Across the country, projects have been implemented that exemplify FHWA's commitment to fostering a positive relationship between transportation and the environment. In Coconino County, Arizona, a \$15.8 million project preserved the historic Navajo Bridge over the Colorado River. Community involvement and environmental considerations were hallmarks of this project.

In Denver, a \$200 million project will provide high occupancy vehicle lanes on I-25 from downtown, lessening congestion and improving air quality in the urbanized area. In Atlanta, HOV lanes will be created by milling and resurfacing 2.1 miles

of I-75 and I-85, taking space from existing lanes and shoulders. This \$31 million project will expedite high-occupancy traffic as well as improve overall ambient air quality in the region.

## SECTION III.

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A CLOSING NOTE  
BY MR. SLATER

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Together, we have accomplished much over these last two years, and we have more than made our mark on transportation history—from the passage of NAFTA, to the implementation of ITS, and to the development of an NHS. We have, indeed, forged our way into a new era of transportation.

As transportation professionals both public and private, we can truly hold our heads high and be proud of the way we have served the American people. I thank every one of you for your hard work, dedication and unparalleled commitment to ensuring that the United States maintains its position as world leader in transportation.

This report recognizes many of our accomplishments over the last two years and cites only a few names where many more could be mentioned. However, let us not forget the 11 members of our FHWA family who perished in the senseless bombing of a federal office building in Oklahoma City on April 19 of this year. Day after day, each one had come to work to serve the American people. They were thoughtful, devoted and respected men and women, whom we will miss not only for their service to this country but as individuals with whom we shared our daily lives.

A tremendous outpouring of sympathy and aid to the victims and their families from across America immediately followed. In the midst of this tragedy, FHWA staff members worked tirelessly to open a new office and to reassign personnel. Many of the survivors themselves were back on the job within days, showing amazing courage and dedication. I am proud to be the leader of an organization composed of such outstanding men and women.

Thank you, and God bless America.

A handwritten signature in black ink, appearing to read "Rodney E. Slater". The signature is fluid and cursive, with the first name "Rodney" being more prominent.

Rodney E. Slater  
Administrator